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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Security Council
Seventy-first year

Letter dated 30 November 2016 from the Permanent Representative of Senegal to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith the concept note entitled "Partnerships between the United Nations and regional organizations: strengthening the role of regional actors in conducting peace operations", which was drafted for the meeting of the United Nations Working Group on Peacekeeping Operations that I chaired on 27 May 2016 (see annex).

I should be grateful if you would have this letter and its annex circulated as a document of the General Assembly, under agenda item 51, and of the Security Council.

(*Signed*) Fodé **Seck**
Ambassador
Permanent Representative

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Annex to the letter dated 30 November 2016 from the Permanent Representative of Senegal to the United Nations addressed to the Secretary-General

Concept note on the theme "Partnerships between the United Nations and regional organizations: strengthening the role of regional actors in conducting peace operations" for the Working Group on Peacekeeping Operations

[Original: English]

On 27 May 2016, Senegal, as Chair of the Security Council Working Group on Peacekeeping Operations, will hold a thematic discussion entitled ""Partnerships: strengthening the role of regional actors in conducting peace operations."

This discussion will bring together Security Council members and a broad range of Member States, particularly troop - and police-contributing countries. Mr. El-Ghassim WANE, Assistant Secretary-General for Peacekeeping Operations, Department of Peacekeeping Operations, and Dr Donald Kaberuka, High Representative of African Union for the AU Peace Funds, Ambassador Macharia KAMAU, and Ambassador Loannis Vrailas Deputy Permanent Representative of the European Union delegation to the United Nations have been invited to brief the Working Group.

BACKGROUND

The United Nations are no longer the only actor in the field of the maintenance of peace and security. They share more responsibility for peacekeeping and security with regional Organizations. Indeed Regional and sub regional organizations are playing an important role in the collective peace and security architecture.

They are taking over greater responsibilities and are becoming more prominent features in the global peace and security landscape with the increase in number of peace operations led by regional actors.

This evolution stems from the awareness that regional actors offer comparative advantages by bringing a better understanding of context, local implications, roots causes and driving forces of a conflict.

The particular interest of regional organizations in maintaining peace in their regions and their greater knowledge of the regional context lend more legitimacy and sensitivity to their interventions.

Moreover, they may be in a better position to react preventively by deploying troops more promptly and are often more willing to respond in complex security contexts.

In this context of the shifting nature of conflicts dynamic and the rapid evolving of unconventional threats to international peace and security, the demand for peacekeeping is growing and the strengthening of the partnerships with regional organizations, in accordance with chapter VIII of the Charter, appears to be an effective way to improve the collective response to these complex challenges. In this

regard, the UN-AU relationship is the foremost example of the implementation of the Chapter VIII provisions of the UN Charter.

In its presidential statement S/PRST/2014/27 ", the Security Council acknowledged the progress made in the ongoing cooperation between the United Nations and the African Union, and stressed the importance of further strengthening cooperation and developing effective partnership with the African Union Peace and Security Council consistent with Chapter VIII of the United Nations Charter, to address common collective security challenges in Africa.

The need to enhance cooperation with regional and sub-regional organizations, in particular the African Union has been one of the core recommendations of ongoing review processes meant to make UN peace operations more effective. While the African Union has assumed more responsibilities in peace and security on the continent, it is nevertheless, is facing major challenges to reach its potential in this regard.

Therefore, there is a need to enhance the existing partnership between the UN and the AU, at both the strategic and operational levels, in order to ensure greater synergies and coherence and more effective response to evolving peace and security chalienges facing the African continent.

The High level panel on UN peacekeeping operations stresses the need to mobilize comparative advantages of the United Nations and regional organizations in responding to emerging crises and calls for a bold new agenda to build a strong global-regional framework to meet those challenges through responsible and principled strategic partnerships.

The panel further stresses the importance for the Security Council to be able to rely upon a more resilient framework for swift and effective international response in accordance with the Charter of the United Nations.

Recognizing that African Union and its sub regional partners, in particular, have become increasingly operational, the panel recommends also the intensification of the regional partnerships of the United Nations in Africa whether in preventing conflict or responding to it and invites the United Nations to take the decisive step to invest in and commit to the success of the African Union as a partner in addressing shared concerns. The panel further recommends more support to African Union peacekeeping operations approved by the Security Council and calls for more predictable funding, including the use of contributions of States.

The panel's call for enhancing the cooperation with the African Union is echoed by the Secretary General implementation's report S/2015/682 where he recognizes that the international peace and security responsibilities shouldered by the African Union and regional economic communities and regional mechanisms in Africa have grown enormously in recent years and they represent a significant human and financial

burden for African countries. He stresses also the need to look for ways to share that burden and commits himself to strengthening arrangements that enable effective delivery by the African Union for the collective benefit and, where United Nations peace operations deploy alongside or after African Union missions, to reinforcing the political and operational benefits of cooperation. The Secretary General concurred with the Panel's call for sustained, predictable and flexible funding mechanisms to support African Union peace support operations.

SCOPE AND PERSPECTIVES

As underlined in the Secretary general's report "Partnering for peace: moving towards partnership peacekeeping" Since the entry into force of the Protocol relating to the Establishment of the Peace and Security Council of the African Union in December 2003 the African Union and the regional economic communities/ regional mechanisms have been increasingly taking initiatives on peace and security, and their role in those areas has grown, both qualitatively and quantitatively. The partnership between the United Nations and the African Union has greatly evolved in 2007 with the establishment of annual joint consultative meetings between the Security Council and the Peace and Security Council of the African Union. Both organs have underlined their commitment to the development of a stronger and more structured relationship, through enhanced information-sharing, synergies in planning and monitoring, joint assessments and strategies to increase the effectiveness of peacekeeping operations.

In 2010 the UN and AU created the Joint Task Force (JTF) on peace and security. In 2010, a major step forward was taken with the creation of the UN Office to the African Union (UNOAU) by General Assembly resolution A/64/288 which endorsed the proposal contained in the Secretary General's report A/64/762. It was mandated to enhance the strategic and operational partnership between the two organizations in the area of peace and security, provide coordinated and coherent United Nations support to the African Union on both short-term operational and planning matters and long-term capacity-building, and provide a more coherent, cost-effective and efficient United Nations representation to the African Union. The Secretary General appointed an UN special representative to the AU at the level of under-secretary-general.

Several recommendations and measures were announced by the UN Secretary-General to strengthen the partnership with the African Union and in particular of African capacities in the area of peacekeeping:

1 - the completion in 2016 of the UN-African Union joint framework for a stronger partnership for peace and security, which will provide a blueprint for the two organizations to act quickly and without interruption before, during and after conflicts and supporting research for political solutions to crises;

2- the support of the SG / UN recommendation by the independent High Level Group on Peace Operations for the establishment of mechanisms to provide a stable, predictable and flexible to Peace Support Operations AU. A joint evaluation of the financing mechanisms and support of the AU will soon be undertaken;

3- Institutionalization of frameworks for dialogue and cooperation between the AU and the United Nations (consultative processes and joint mechanisms);
4- Creation of two regional offices, one in North Africa and one in Southern Africa;
5- Contribution to the UN in the pre-deployment training;
6- Definition of a common vision of the transitioning benchmarks that will guide transfer to the United Nations management of AU operations, lessons-learned exercises from experiences gained in Mali (MINUSMA), CAR (MINUSCA) and Somalia (AMISOM)
8- The idea of the SG / UN to explore with the AU and the EU, the option to use once it is fully operational, the African Standby Force, to serve as a transition force pending the mobilization and deployment of a UN mission.

In the field of peacekeeping, several models of partnerships have been developed between the UN and the AU. Since 2002, planned transitions from African Union to UN peace operations have taken place in Burundi, Mali and Central African Republic. The African Union Mission in Sudan transitioned into the hybrid AU-UN Mission in Darfur (UNAMID) in 2008. In 2009 was established the UN's support Office to the African Union Mission in Somalia (UNSOA).

CHALLENGES

Challenges are numerous but the major and critical obstacle in this area is the lack of flexible, sustainable and predictable funding, as well as oversight and accountability mechanisms.

In the S/PRST/2014/27 "The Security Council recognizes that one major constraint facing the African Union, in effectively carrying out the mandates of maintaining regional peace and security is securing predictable, sustainable and flexible resources.
This issue is considered so important that in 2008, it prompted the Secretary-General to establish an African Union-United Nations panel in charge of considering the modalities of how to support — including financially — African Union peace operations established under a United Nations mandate. The Security Council has been seized of this issue on several occasions since then. How the African Union-led peacekeeping initiatives are financed According to the Protocol relating to the Establishment of the Peace and Security Council of the African Union (2002), member States of the African organization deploying personnel in African Union peace operations bear the cost of their participation during the first three months and the organization commits to reimburse those States within a period of six months, then proceeding to finance the operation. The African Union established a Peace Fund to provide the necessary financial resources for its peace operations: such a fund is made up of financial appropriations from the regular budget of the African Union, voluntary contributions from member States and other sources within Africa (private sector, civil society and individuals), and through appropriate fundraising activities.

However, for a number of reasons, some of them political, never before January 2013 with the deployment of the African-led International Support Mission to Mali

(AFISMA) was the African Union in a position to make available some of its own funds for a peace operation. Indeed, the African Union has been almost entirely dependent on exceptional measures and on external sources of funding for its peacekeeping initiatives. Apart from its own Peace Fund, the African Union currently depends on four different sources of money to deploy peace operations: the African Peace Facility, financed through the European Development Fund; multi-donor trust funds; bilateral financial support to troop- and police-contributing countries; and United Nations assessed contributions. As an example, the African Union Mission in Somalia (AMISOM) is financed by bilateral donations and voluntary contributions either to a United Nations managed Trust Fund or to troop- and police-contributing countries directly. Moreover, the European Union provides the resources for the payment of troop allowances and other related expenses, within the framework of the African Peace Facility. However, E.U has decided to reduce, by 20 per cent of its funding to AMISOM troop allowances. Lastly, AMISOM benefits from a United Nations logistical support package dispensed through the United Nations Support Office for AMISOM (UNSOA).

The lack of flexible, sustainable and predictable funding engenders acute problems that prevent the African Union from playing the role it should have in the field of peacekeeping.

So as it is clearly underlined in the Common African position on the review of peace operations, the financing of African-led peace operations in a flexible, predictable and sustainable manner remains one of the most important strategic challenges facing the AU and UN, and more needs to be done to address this challenge directly. African peace operations represent local responses to global problems and effective African peace operations thus represent a significant contribution to the global common good. Moreover, Africa has become the largest single contributor to UN peace operations, contributing approximately 45 % of the UN's uniformed peacekeepers.

To date, there are three ways in which the UN has supported AU operations in the past: through undertaking hybrid missions where the AU retains a political role in the management of the mission, but where the financial costs are fully funded by the UN through the normal process of assessed contributions (e.g. UNAMID); through deploying a UN support mission to indirectly support key elements, including logistics, of an AU mission (e.g. UNSOA), and by the UNSC authorizing a UN Trust Fund that is dependent on voluntary contributions but that has the political backing of the UNSC. The AU- UN joint review was expected to be launched this month this process should lead to recommendations regarding how the financing mechanisms can be improved and adapted in the future

The AU is committed to increase the proportion of the cost of AU peace operations covered by the AU and its Member States.

The recent appointment of an African Union High level representative of the African Union Peace Fund is a strong signal to the International community on the union's commitment towards finding sustainable, predictable and flexible funding mechanisms to support AU-led peace operations. In addition, the African Union aims at financing 25 per cent of its peace support operations expenditures by 2020 through its own budget and also to seek alternative ways to finance the AU and its peace operations.

OBJECTIVE

In the light of ongoing process in assessing the mechanisms of financing and supporting African union peace operations, and considering the ongoing efforts from the AU, this thematic discussion gives and opportunities to take of stock ongoing efforts and initiatives to assess current funding practices and mechanisms of AU-led peace operations with a view to stirring debate on the question of financing of peace missions in Africa.

Key questions for considerations:

What models of predictable mechanisms can be developed for addressing the financing of AU peace operations in future?

What experience could be drawn from the mechanism of Trust Funds in terms of reliability, predictability and accessibility?

What is the appropriate consultative decision-making framework, division of labor and burden-sharing that should be put in place, and how would this impact on peace operations, as undertaken by both the UN and the AU?

- How relations between the United Nations and the African Union in the area of peace and security could be better viewed as a strategic partnership, based on a division of labor and burden sharing?

- How can the UN better support the AU-led missions that are authorized by the UNSC?